Chapter Eight: Policy Plan

ROLE, VISION AND MISSION FOR AVIATION

Vermont's airport system is an integral component of the State's transportation network. The airport system supports aviation and economic demands and links Vermont to the national transportation system. Aviation provides an important and efficient means of transportation for the movement of people and goods. The vision for the Vermont airport system is to have safe, quality, and up-to-date facilities and services that support existing transportation demand; meet the access, economic development and quality of life needs in the State; and develop to respond to the new technologies in the aviation industry.

The Vermont Airport System and Policy Plan uses a strategic approach to identify and evaluate the needs of the Vermont airport system over the next 20 years. The primary goal of the System Plan is to provide a framework that supports informed decisions related to planning and developing the State's aviation system, considered a significant asset to the State. These decisions play an important role in assisting the Airport System to meet Vermont's needs.

Vermont Airport System and Policy Plan

The Policy Plan uses the framework developed for the System Plan, which analyzed the airports' roles and needs, and recommends policies to promote the long-term viability and effectiveness of the airport system.

It is important to note that the Airport System and Policy Plan was recognized as an important document when the Vermont Aviation Advisory Council was established by Governor Douglas in August 2003.[1] The Council was charged with the following responsibilities according to the Executive Order:

- Recommending an aviation policy for Vermont
- Recommending an investment program for Vermont airports
- Recommending airport classifications
- Recommending air project priorities
- Recommending actions to enhance the linkage between Vermont's aviation industry and the State's economic vitality
- Serving as a forum for aviation-related issues, including policy makers, aviation industry representatives, airport users, and others
- Encouraging cooperative relationships between the Agency of Transportation and airport business operators

Many of these responsibilities have been addressed through previous work and the conduct of the Airport System and Policy Plan which has been an integral sounding board for the interim findings of the Plan. Once adopted, the Airport System and Policy Plan will serve as the framework for the Agency's and Council's future efforts.

ROLE OF AVIATION IN VERMONT

Vermont's system of airports serves a diverse range of activities from commercial airline service to recreational flying to transporting cargo. These activities are governed by the U.S. Department of Transportation (US DOT), primarily through the Federal Aviation Administration (FAA). While FAA governs the development at airports, the airspace that airplanes utilize, and aircraft ownership, the land that airports sit on also fall under the governance of local jurisdictions as it relates to environmental issues, land use, and access to the airports. This governance creates a multi-layered approach to airport operation and development, requiring significant coordination and communication among the various entities. Vermont is also the owner/operator of 10 of the State's airports. While serving as the owner/operator, the State coordinates with the local communities which the airports serve related to environmental, land use, and access issues.

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[1] There is another council organized in Vermont prior to the establishment of this council in 2003. It is recommended that the council established in 2003 be renamed the Governor's Advisory Council on Aviation (GACA) or another name to differentiate this council from the one that existed prior to 2003.
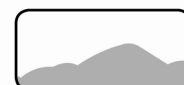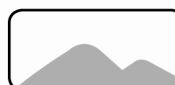
Vermont Airport System and Policy Plan

As a key component of the State's transportation infrastructure, the Vermont Airport System's role is to provide access to the national air transportation system. The Vermont Airport System should serve to:

- Provide access from both the ground and the air
- Preserve and enhance existing infrastructure (asset) investments
- Promote a safe and secure system of airports
- Support economic activity throughout the State
- Integrate with the local, regional, and national transportation systems
- Prepare for future transportation needs through new technology
- Promote aviation education
- Promote compatible land use
- Promote health, safety, and emergency services

VISION OF VERMONT'S AIRPORT SYSTEM

Each of Vermont's airports serves a unique role in the State system. While each airport serves its own local or regional marketplace, together, the State's airports fulfill an important role in connecting Vermonters to the national and international air transportation system, while also providing access for business and other visitors to Vermont. Airports are used to transport persons and freight in a timely manner, providing the quickest form of transportation. With this in mind, the vision for the Vermont airport system has been defined as:

> "Vermont's airport system will be accessible, safe and secure, meeting the needs of its business and recreational users, including implementing new technologies to support the future system. The airport system will be preserved and enhanced, while meeting Federal and State guidance and promoting responsible environmental stewardship and land use compatibility. Vermont's airports will be operated as business-oriented facilities focusing on creating opportunities for a return on the investment and will provide intermodal linkages to national transportation systems."

In order for Vermont's airport system to meet this vision, goals and policies need to be established and implemented.
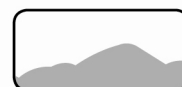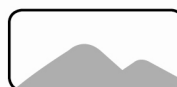
AVIATION MISSION FOR THE AGENCY OF TRANSPORTATION

The Vermont Agency of Transportation's aviation mission is to support, maintain and enhance the 10 State-owned airports. As the owner/operator of 10 State-owned airports, VTrans promotes efficient and effective operation of its airports to assure safe, secure, and reliable air transportation of goods and people, while being environmentally responsible, cost-effective and supportive of Vermont's economy and recreational activities. Emergency services, aviation education, financial responsibility, and promotion of compatible land use are part of the mission for VTrans, as is playing a supportive role to all airports and aviation statewide.

VTRANS AVIATION GOALS

As part of the Airport System Plan, goals and associated performance measures were identified to guide Vermont's airport system development and establish the framework for the Plan. These goals have been supplemented by additional goals related to policy decisions that impact the maintenance and development of Vermont's airport system. The following goals will be sought to accomplish the mission of the airport system (not intended to be listed in priority order):

- Provide a system of airports that is accessible for people and goods from both the ground and the air throughout the State.

- Provide intermodal ground access opportunities and/or services such as rental car, taxi, bus, or bike.

- Preserve and enhance Vermont's existing airport system's infrastructure investment through maintenance and rehabilitation to meet future growth and demand as well as providing new infrastructure to meet future needs in support of the national air transportation system when needed.

- Plan for future airport development and protect public investment in airports through promotion of compatible land use in the vicinity of airports.

- Provide a safe and secure system of airports that meets State and Federal guidelines, including routine inspections of airports such as the 5010 Program.
- Seek adequate and stable funding, including FAA assistance, and assure appropriate staffing to support the Agency's mission.

- Make timely, sound infrastructure investments derived from airport master plans and based on priorities that are determined through coordination with
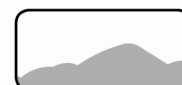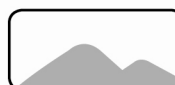
Vermont's aviation stakeholders, including use of the Vermont Airport Capital Facilities Program.

- Maintain commercial air service at Rutland State Airport and support its development elsewhere in the State, as well as encourage additional commercial and cargo services where appropriate.

- Maintain an up-to-date integrated database of air and landside facilities including capital plans and improvements, leaseholds, contacts, relevant zoning as well as the system's performance measures.

- Strive to generate appropriate revenues from the operation of the State-owned airports in support of their continued operation and expansion utilizing a business-oriented approach.

CURRENT AVIATION POLICIES

The current policies related to airport development in Vermont focus on meeting FAA standards while accommodating demand for aviation, serving air transportation needs, and supporting economic growth and development. The policies and procedures currently in place primarily address Vermont's airport funding. These policies, as identified in the 1998 Air Policy Plan included:

1. Procedures in Vermont are such that available State aviation funds are invested exclusively on the 10 State-owned airports, plus Burlington International.
2. State policy is to keep all 10 State-owned airports open and safe.
3. State funding priority is given to the matching of available federal funds.
4. State policy is to provide resources necessary to operate and maintain the State-owned airports.
5. State policy is to support federal passenger Essential Air Service subsidies at Rutland State Airport.
6. Decisions concerning the magnitude of funds to be made available for airports are the responsibility of the Vermont Legislature.
7. The State transportation funding program is subdivided into 14 separate programs, one of which is devoted to aviation.
8. The Vermont Agency of Transportation is an advocate for the promotion of aviation and airports.
9. Funding decisions are made utilizing established federal priorities and criteria but without the use of an explicit set of state criteria and without an explicit state prioritization process.
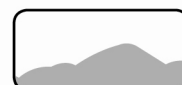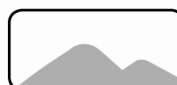
10. State policy appears to be to provide an absolute minimum project funding for the 10 State-owned airports.

Some of these policies relate to the goals established in the previous section, while other policies address funding. None of the policies address operational issues, organizational structure, or standards for the airport system.

In 2000, VTrans completed the Vermont Airport Capital Facility Program. This study included development of an Airport Project Prioritization System for analyzing airport projects in the State but did not address other policy-related issues. The Project Prioritization System recommended in the 2000 study set four major goals for the system:

- Make the best possible use of limited financial resources
- Preserve the existing aviation system
- Bring airports into compliance with FAA and VTrans standards
- Enhance economic development for the adjacent communities

The system was divided into airport and project criteria. Factors within each of these criteria included the following:

Airport Points
Airport Operations
Based Aircraft
Geographic Proximity
Governmental Support

Project Points
Economic Development
Special Program/Multi-Year
Project Type
FAA Priority Points
Upgrade to Standards
VTrans Development Standards
Previous Programmed Federal/State Aid
Cost/Benefit (Projects <$75,000)
Resource Impact
Local Interest and Support

This system has been used implicitly in funding decisions, but in its current format does not provide a means to monitor, track and evaluate the status of projects including grant status.

Vermont Airport System and Policy Plan
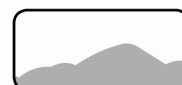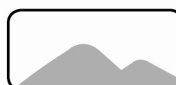
RECOMMENDED AVIATION POLICIES

In order for the Airport System and Policy Plan to be effective, policies must be established that relate the goals of the aviation system to implementation strategies. Goals were used explicitly throughout the Airport System Plan to derive recommendations related to future airport needs and development of an integrated, comprehensive, technologically advanced, and sound capital development plan. These goals and the performance categories described in the Policy Plan are synonymous.

Based on the role, mission, and vision for Vermont's aviation system, as well as the evaluation of the performance of the system relative to the performance measures and review of the previous policies, the following aviation policies are recommended for VTrans:

It is State Policy to:

1. Advocate for the promotion of aviation and airports, including education of youth and flight training to promote sustainability in Vermont's aviation industry.
2. Maintain all 10 State-owned airports in order to keep them open and safe.
3. Maintain adequate access to public-use commercial and general aviation airports for all areas of Vermont.
4. Promote generating appropriate revenues from the operation of State-owned airports utilizing a business-oriented approach.
5. Promote development of facilities at State-owned airports in response to demand including tie-down areas and hangars, including associated surface access and utilities either with State or private funding.
6. Implement an updated computerized Airport Management System such as Airport IQ consistent with the Strategic Enterprise Initiative that is based on achieving the performance targets set for the aviation system, with a high priority given to the matching of available federal funds.
7. Support federal passenger Essential Air Service subsidies at Rutland State Airport and continued growth of passenger service at Burlington International Airport and encourage new passenger service development such as charter and other services through marketing and promotion.
8. Promote compatible land use near airports.
9. Utilize an asset management approach to ensure appropriate maintenance and investment in existing airport assets.
10. Seek adequate and stable funding and resources from all available sources to support the State's goals, mission and policies.
11. Promote airports as economic generators and catalysts.
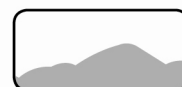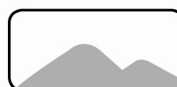
12. Promote establishment of a statewide airports council to provide a forum for Vermont's airport operators, both public and private, to discuss current issues, activities, and processes to assist in enhancing Vermont's airport system.

13. Evaluate and seek changes to plans and facilities to respond to new technology and aircraft fleets to accommodate future air transportation system needs.

14. Encourage private use airports to consider transition to public use, if appropriate.

## AVIATION PERFORMANCE CATEGORIES AND MEASURES

Performance categories are developed to provide an organizational method of relating the goals that have been identified for Vermont's airport system to appropriate measures. Measures are then developed to evaluate how the system is performing related to that performance category and what future performance level should be targeted. The performance categories for Aviation are:

- Accessibility
- Development
- Safety and security
- Funding and economics
- Maintenance

PERFORMANCE CATEGORY: ACCESSIBILITY

Goals of Vermont's aviation system are to provide a system of airports that is accessible from both the ground and the air, as well as a system that serves all areas of the State. This includes population coverage as well as coverage of the land area within the State.

Ground accessibility can be measured by determining the coverage that system airports provide to all geographic areas of the State. The FAA standard of 30 minutes between National Plan of Integrated Airport Systems (NPIAS) airports is used in the Vermont Airport System Plan to identify the percent of the State's population that is within a 30-minute drive time of various types of system airports and facilities. Accessibility to airports that provide coverage for a full range of the corporate/business general aviation fleet is an important system characteristic. Airports with runways of 5,000 feet or more can provide this accessibility by accommodating larger aircraft, such as corporate and regional jets, which smaller general aviation airports cannot accommodate.
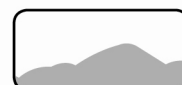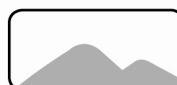
Air accessibility is also an important factor in measuring system performance. Airports that are equipped and capable of supporting operations in all weather conditions promote a system's air accessibility. Accessibility to airports from the air is increased by the presence of landing systems that enable aircraft to locate airports during periods of reduced visibility. System airports that have a precision approach offer the highest degree of accessibility, and airports with a non-precision approach provide a higher degree of accessibility from the air than do airports that are served only by a visual approach.

PERFORMANCE CATEGORY: DEVELOPMENT

Significant investment has been made in the existing infrastructure of Vermont's airports, both from the public side including the FAA and VTrans, as well as by private entities. While much of Vermont's airport system is publicly owned, the State does have several privately owned airports that are subject to closure if the owners so choose. These private owners are also typically not eligible to receive public funding and must develop and maintain their facilities on their own. Future development of Vermont's aviation system should be directed to preserve, protect, and enhance existing airport infrastructure to ensure its longevity, whether privately or publicly owned.

A good airport system should be adequately planned and developed to provide airside and landside infrastructure and facilities to meet both current and future demand. Planning needs to go beyond the airport boundaries into the communities that surround the airports. This planning includes providing timely analyses related to airport needs and updating plans on file with the FAA regarding future projects, and coordinating with regional agencies to ensure controls are in place to protect the airport and its airspace to promote safe operations.

As part of the Vermont Airport System Plan, system airports have been reviewed relative to facility and service objectives identified for their respective airport functional role category. Of these facility and service objectives, those pertaining to runway length and width, taxiway type, approach to the airport from both the ground and air, and fuel service are important considerations in the ability of Vermont's airport system to meet corporate aviation needs. Established objectives for airfield pavement conditions for optimal use and safety are used in the Vermont Airport System Plan to evaluate the adequacy of the airport system as it relates to proper development and maintenance of airfield pavements.

Planning for future airport development and the ability to protect public investment in airports by controlling development around airports are important. Airports need to proactively plan for future development and implement land use planning
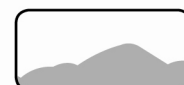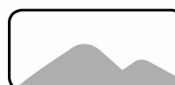
guidelines to protect them from the encroachment of activities or land uses that are incompatible with their day-to-day operations. Proper planning on and around system airports generally increases their ability to respond to development needs and allows for appropriate surrounding land use.
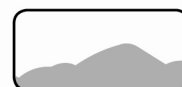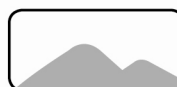
PERFORMANCE CATEGORY: SAFETY AND SECURITY

A third performance category considered in this analysis is to provide a safe and secure system of airports. Standards have been established by the FAA related to airport design to provide safe and effective aviation facilities for airports based on the types of aircraft operating or projected to operate at the airports. These standards are evaluated by the FAA as part of airport project funding requests to the FAA. In addition to FAA standards, the TSA has established guidelines and regulations for airports depending on the type of operators. VTrans is currently working on security guidelines and recommendations for airports in the system based on TSA guidance. Finally, as the owner of 10 airports in the State, VTrans must ensure that FAA requirements are met related to grant assurances made by VTrans on behalf of the airports. These requirements include safety inspections on a monthly basis.

PERFORMANCE CATEGORY: FUNDING AND ECONOMICS

All of Vermont's airports provide support to the State's economy. Many of the airports are used by businesses to transport people and goods, but are also economic generators themselves. Typically, the largest economic generators are commercial airports that have airline service. Vermont currently has only two commercial service airports, Burlington and Rutland. While Burlington continues to experience growth in airline service, Rutland participates in the federal Essential Air Service (EAS) subsidy program. The continuation of EAS service at Rutland is based on federal funding for this program which is at risk due to Federal funding constraints. Maintenance of this program or significant growth in airline and passenger activity at Rutland State Airport will be required for the airport to continue serving commercial airline service.

In order for the Vermont Airport system to continue to support the economy Sand serve as a link to other transportation networks, continued investment must be made in the system. The Airport System Plan and previous Capital Facilities Plan have identified the needs of Vermont's airports to meet FAA standards and State facility objectives. These needs reflect projects of all types including those that are necessary to meet safety deficiencies, enhance capacity of the system, accommodate demand, and maintain pavements and buildings. While FAA funding can be sought for many of the projects, there will also be a need for funding to match grants and meet other non-FAA eligible project needs. The Capital Facilities Plan included development of

an Airport Project Prioritization System to assist in determining the capital improvement plan for Vermont's airports. Maintenance and update of the Project Prioritization System is needed and planned through the implementation of an updated management system (Airport IQ) that will provide VTrans with additional capabilities related to tracking and monitoring grants, as well as other features consistent with the Strategic Enterprise Initiative recently instituted.

Unlike many other state transportation systems, 10 of Vermont's airports are owned and operated by the State. The State has contracted with private individuals to serve in management, oversight, and facility operation roles at these airports, ensuring rules and regulations are adhered to and that appropriate services are provided at the airports. However, the State still has resource needs to ensure compliance, seek and monitor project funding, and manage the aviation assets. In addition to overseeing the 10 State-owned airports, VTrans staff are also responsible for maintaining the airport facilities; managing the state and federal grant programs; managing the project development process; administering, monitoring, and evaluating the leases at the State-owned airports; licensing privately owned airports; issuing permits for activities such as air shows; aircraft accident investigations; disaster recovery assistance; emergency services; and management of the State-owned airplanes including providing the aircraft and staffing for aircraft use by other state agencies.
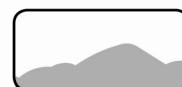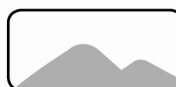
PERFORMANCE CATEGORY: MAINTENANCE

Maintenance of the existing airport system is the final performance category. With a high level of investment in the existing airport system and a significant amount of infrastructure, it is critical that maintenance of the system is considered in the evaluation of the performance. In this category, maintenance relates to information on the system, operation of the State's airport management function, and coordinating the applications, usage, monitoring and closeout of grants. The State previously developed an Airport Information Management System (AIMS) to serve as an in-house resource for airport data including facilities, activity, and grants. This system has not been updated to reflect more current technology that allows for web access and additional features including performance measurement tracking. This system could also be used to monitor lease agreements that are in place with tenants at the 10 State-owned airports. These lease agreements have been developed over the years without a consistent, written process in place to evaluate their effectiveness. It is important that these leases be reviewed, tracked, and evaluated on a recurring basis to ensure their appropriateness towards making the airports operate in a business-oriented manner. In that same consideration, grants that have been obtained to develop the airports need to be tracked and monitored to ensure that closeouts are made, therefore completing the grant cycle process.
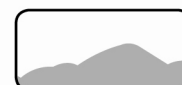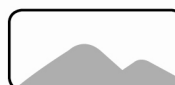
AVIATION PERFORMANCE MEASURES AND TARGETS

Performance measures and targets for the different performance categories have been developed to evaluate the aviation system. It is important to note that there are several measures that can be used to evaluate progress on the goals established for the aviation system and several goals that may relate to the same measure. Each goal was considered to determine the best methods for evaluating the system's performance related to that goal.

The existing conditions related to each performance measure were derived primarily from analysis in the Airport System Plan. Based on the existing conditions, analysis of the potential for change as included in the Airport System Plan, discussions with VTrans staff, and consideration of similar performance in other state aviation systems, five-year targets were established for each performance measure. The Aviation System Performance Targets are presented below.

Vermont Airport System and Policy Plan

Performance Category		Associated Aviation System Goals	Performance Measures	Existing Conditions	5-Year Target
ACCESSIBILITY	A.	Provide a system of airports that is accessible for people and goods from the ground and air	Percent of Vermont's population and land area within 60-minutes of an airport with commercial service (Vermont and neighboring airports)	93% population 75% land area	Maintain existing standards
			Percent of Vermont's population and land area within 30-minutes of a 5,000-foot runway	62% population 75% land area	Increase to 70-75% population 80% land area
			Percent of population and land area exclusively served (within 30 minutes) by a privately-owned public-use airport	8% population 11% land area	Decrease to 5% population 10% land area
	B.	Provide intermodal ground access opportunities/services (such as rental car, taxi, bus, bike)	Percent of airports with intermodal opportunities/services	70%	Increase to 80%
DEVELOPMENT	C.	Preserve and enhance existing infrastructure investment through maintenance, rehabilitation and development of new infrastructure	Percent of system airports meeting corporate aviation-related facility and service objectives including runway length and width, taxiway type, approach, and fuel	44%	Increase to 50%
			Percent of system airports having a pavement condition index (PCI) of "good" or better	75%	Increase to 85%
	D.	Promote airport-compatible land uses	Percent of airports having local airport-related zoning	53%	Increase to 100%
			Percent of airports that are recognized in regional land use plans that include airport-compatible land uses in the airport environs	76%	Increase to 100%
SAFETY AND SECURITY	E.	Provide safe and secure system of airports that meets State and federal guidelines, including 5010 inspection program	Percent of airports meeting applicable FAA airport design standards	TBD	75%
			Percent of airports meeting applicable VTrans or TSA security-related recommendations	TBD	100%
			Percent completion of monthly safety inspections at all State-owned airports	100%	100%

Performance Category		Associated Aviation System Goals	Performance Measures	Existing Conditions	5-Year Target
FUNDING AND ECONOMICS	F.	Seek adequate and stable funding, including FAA assistance, and assure appropriate staffing to support the Agency's mission	Achieve block grant status with FAA	Conventional FAA funding	Achieve block grant status by 2010
	G.	Maintain and utilize Vermont's Airport Capital Facilities Program to make appropriate and timely investment decisions or project prioritization decisions	Implementation of updated computerized Airport Management System	TBD	Complete by 2009
	H.	Maintain Commercial Air Service at Rutland State Airport and support its development elsewhere in the state AND Encourage additional commercial and cargo services where appropriate	Number of airports with commercial air service and cargo activity	2 airports	2 airports
MAINTENANCE	I.	Maintain an up-to-date database on aviation facilities	Implementation of updated web-enabled database system that provides additional features including performance measurement tracking	Underway	Complete by 2008
	J.	Strive to generate appropriate revenues from the operation of the State-owned airports utilizing a business-oriented approach with the leases	Number of airport leases that have been updated with current rate structures	TBD	Increase by 3% annually

PERFORMANCE MEASURE AND TARGET ACTIONS

Specific five-year targets have been established for the performance measures that have been developed related to the aviation system goals. In order for these targets to be met, steps must be taken to gather data, update information, and measure the progress of VTrans. The following summarizes these implementation actions related to the goals, measures, and targets.

Goal A.   *Provide a system of airports that is accessible for people and goods from the ground and air*

There are three performance measures associated with this goal. To track the progress of these three performance measures, an update of analyses from the Airport System Plan must be prepared. This update would require updated population data, examination of runway length changes, and consideration of the change in ownership conditions for Vermont's privately owned, public-use airports. The Airport System Plan used Geographic Information Systems (GIS) to evaluate the measures including the percent of Vermont's population and land area within 60-minutes drive of an airport with commercial service, percent of Vermont's population and land area within 30 minutes of a 5,000-foot long runway, and percent of population and land area exclusively served by a privately owned, public-use airport. These GIS files would need to be updated by VTrans to evaluate changes in the conditions relative to meeting the five-year targets.

It is recommended that these measurements be evaluated when any of these conditions change, especially the change in ownership or the completion of a runway extension that provides for at least 5,000 feet of length at one of Vermont's airports. These are the primary means for achieving change in the existing conditions for these performance measures. Using the files from the Airport System Plan, VTrans staff could evaluate the changing conditions in GIS to determine how the five-year targets are being achieved in terms of population and land area coverage.

Goal B.   *Provide intermodal ground access opportunities/services (such as rental car, taxi, bus, bike)*

Goal B has only one measurement, the percent of airports with intermodal opportunities or services. The conditions related to this goal were evaluated as part of the Airport System Plan where data on these conditions were gathered. For continued monitoring of this goal, VTrans staff could request information on the availability of these opportunities and/or services as part of routine inspections that are conducted such as the 5010 Inspection Program. Only a portion of the airports are inspected annually as part of this program, but information is requested from all
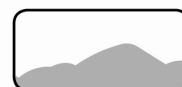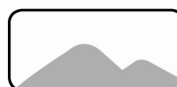
airports annually regarding their capital improvement plans. It is recommended that this goal be measured annually either through these inspections or through yearly surveys of the airports conducted during the capital improvement plan development process.

To achieve the five-year target, encouragement and promotion of the importance of providing intermodal ground access opportunities and/or services needs to be stressed. Through meetings conducted as part of 5010 Inspections, the existing Vermont Aviation Advisory Council, and others, promotion of the importance and the process for obtaining these services should be discussed with the airport operators.

Goal C.   ***Preserve and enhance existing infrastructure investment through maintenance, rehabilitation and development of new infrastructure***

Two performance measures were identified to evaluate the progress on Goal C. These two measures (percent of system airports meeting corporate aviation-related facility and service objectives including runway length and width, taxiway type, approach, and fuel; and percent of system airports having a pavement condition index (PCI) of "good" or better) were evaluated as part of the Airport System Plan. To monitor the changes in performance relative to these measures, continued collection of data is required.

Significant data were collected as part of the Airport System Plan regarding existing conditions at Vermont's airports. These data have been maintained in hard copy format, but VTrans existing data management system does not provide a mechanism to add much of this data. As part of a subsequent goal, it is recommended that VTrans update its current airport management system to something such as Airport IQ to provide a means to store, retrieve and analyze data, including data on the ability of airports to meet corporate aviation-related facility and service objectives. Once the new system was established, data collected as part of 5010 inspections, capital improvement plans, master planning processes, and other means could be input into the system for future maintenance. The new system could also be developed to track the airport system's performance related to the measurements established as part of this Policy Plan and the Airport System Plan.

In order to improve the performance of this target, VTrans needs to continue its participation in the planning process for airports when issues such as corporate aviation needs are being evaluated for each airport. This target will only be reached through the development of longer runways and full-length parallel taxiways, implementation of improved instrument approach procedures into the airports, and provision of additional fuel at airports. VTrans is in a position of encouraging
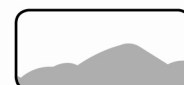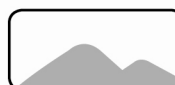
development of these facilities at airports, including potential funding, but must rely on the local airport community to support the need for these facilities.

Measuring the PCI could also be conducted during 5010 inspections, but a more detailed measurement has previously been performed for the 10 State-owned airports through the conduct of an Airport Pavement Management System (APMS). The APMS results could also be integrated into Airport IQ for tracking purposes.

The APMS provides a mechanism for maintaining pavements in good condition as it highlights steps that can be taken with all of the airport pavements to extend their useful life. The APMS process considers various options available to treat certain pavement conditions and recommends a cost-effective, long-term solution.

It is recommended that these measurements be tracked annually, especially once the Airport IQ system has been completed. The APMS data is typically updated every three years, providing VTrans a long-term method for examining pavement conditions and the impact of projects to extend pavement life.

Goal D.   Promote airport -compatible land uses

Goal D has two performance measures that have been identified: percent of airports having local airport-related zoning and percent of airports that are recognized in regional land use plans that include airport compatible land uses in the airport environs. Again, as part of the Airport System Plan, data were gathered from the airports and from the regional planning commissions regarding the availability of airport-related zoning and the inclusion of airports in regional land use plans. This data has been provided to VTrans in hard copy format, but has not been integrated into an airport management system to track future changes.

VTrans' aviation staff members serve as a resource to the regional planning commissions related to airport compatible land uses. Through participation in airport planning processes and other meetings with local agencies in many towns throughout Vermont, VTrans works with these agencies and others to identify airport-related land use concerns, as well as FAA recommendations to promote compatible land use. It is recommended that VTrans start to track these meetings to ensure that they consistently work with local agencies to promote airport-compatible land uses.

The evaluation of the two performance measures should be conducted on an ongoing basis as VTrans learns of changes in existing conditions. At a minimum, these performance measures should be evaluated annually to determine if conditions have changed and what potential exists to maintain areas of compatible use. It is
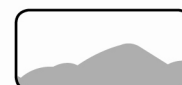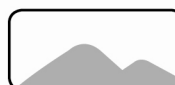
recommended that Airport IQ include a section on compatible land use including the storage of related maps, data, and contact information related to regional planning commissions.
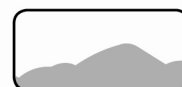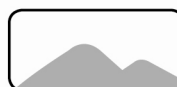
Goal E.   Provide safe and secure system of airports that meets State and federal guidelines, including 5010 inspection program

The safety and security of Vermont's airports is of utmost concern. Three performance measures were developed to evaluate the ability of VTrans to meet this goal: percent of airports meeting applicable FAA airport design standards; percent of airports meeting applicable VTrans or Transportation Security Administration (TSA) security-related recommendations; and percent completion of monthly safety inspections at all State-owned airports. Only one of these performance measures has been evaluated to date (monthly safety inspections), as additional data and analysis are needed to evaluate the other two measures.

The FAA has established airport design guidelines for the development of airports to promote safety based on the aircraft that are anticipated to use the airport on a regular basis. These guidelines include recommendations on runway length and width, building design, and safety areas. During airport master plans, the airport design guidelines are evaluated based on the aircraft currently operating at or projected to operate at the airport. As part of this process, recommendations related to meeting the guidelines are made. Information from these plans and others need to be compiled to evaluate the existing conditions related to meeting FAA airport design guidelines.

To date, the TSA has focused on security requirements for commercial service airports, while only providing guidance for general aviation airports. Based on the TSA guidance provided, VTrans is evaluating its security needs specific to each airport and the activities in the airport environs, but has not established State-specific security recommendations. In order for this performance measure to be evaluated, VTrans needs to develop its security recommendations and then conduct evaluations of the airports to determine if they meet the recommendations.
These two performance measures should be evaluated once all existing data has been collected and the security recommendations established, with a goal of completing this in two years and continued evaluation indefinitely. The importance of these measures dictates that the performance should be very high and that airport design standards and security recommendations should be given careful consideration.

Goal F.   Seek adequate and stable funding, including FAA assistance, and assure appropriate staffing to support the Agency's mission

Stabilized funding provides a means to ensure that airports are maintained and developed to meet standards, accommodate projected demand, and serve their roles in the national system of airports. The FAA's process for funding does not currently take into consideration the specific desires of VTrans to develop its airport system based on statewide needs. VTrans is interested in achieving "block grant status" with the FAA which would allow the agency the ability to determine the distribution of federal funds for improvement projects at general aviation and non-primary commercial service airports. The most important benefit of the Federal State Block Grant Program is the ability to assess project justification based on local, regional and statewide conditions and to adapt State, federal and local funds to meet the immediate and future needs of Vermont's airport system.

Participating in the Federal State Block Grant Program requires VTrans to implement certain responsibilities previously undertaken by the FAA New England Region. VTrans would be responsible for determining the level of environmental analysis required for airport improvement projects and for approving environmental assessments and impact statements at general aviation and non-primary commercial service airports. VTrans would also provide technical assistance and coordination throughout the environmental process. As an FAA Block Grant State, VTrans would be responsible for approving airport layout plans, accepting airport master plans and monitoring airport sponsors' compliance with the federal grant assurances the airports accepted prior to receiving FAA airport improvement funds.

To participate in the Federal State Block Grant Program, the FAA must expand its eligibility criteria and permit additional states to participate. Expansion is currently under consideration by the FAA as part of its 2007 reauthorization process. Expansion of the program and acceptance of VTrans' application to participate would be required for this performance measure to be achieved. Once this status is achieved, this performance measure would not need to be tracked in the future.

This performance measure impacts the second performance measure under Goal F, number of aviation staff, but is not the sole purpose for using this measurement. VTrans' aviation staff members have responsibility for numerous assignments, as discussed previously under the Aviation Mission. With responsibilities ranging from airport maintenance, to aircraft management and assistance to other agencies, to emergency services and disaster recovery assistance, to airport grant applications, monitoring, and closeout, to managing hundreds of leases on State-owned airports, increased staff efficiency and cross utilization is required for the aviation group to meet all needs in a timely, cost-effective manner. The aviation group is currently relying on staff not assigned to aviation to assist with efforts such as project
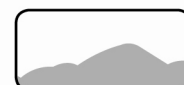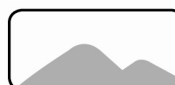
management and property/lease management. Additional staff would help the aviation group to better assist other state agencies with aircraft usage for projects such as natural resource management and disaster recovery.

Goal G. **Maintain and utilize Vermont's Airport Capital Facilities Program to make appropriate and timely investment decisions or project prioritization decisions**

Goal G has only one measurement: implementation of an updated computerized Airport Management System. As previously noted, consistent with the Strategic Enterprise Initiative, VTrans should update its existing database to provide additional mechanisms for tracking data for use in the Airport Capital Facilities Program (ACFP), analysis of performance measures, grant funding, and coordination of planning efforts. VTrans is implementing the Airport IQ system which includes an update of the Airport Project Prioritization System that assists in developing the ACFP. The Airport Project Prioritization System should be evaluated once data is gathered on previous measurements such as adherence to airport design guidelines and security recommendations. Data gathered regarding these measures may require changes to the Airport Project Prioritization System.

It is recommended that VTrans evaluate the Airport Project Prioritization System once the Airport IQ system is implemented and the results of the other performance measures are available.

Goal H. **Maintain Commercial Air Service at Rutland State Airport and support its development elsewhere in the state and encourage additional commercial and cargo services where appropriate**

Commercial airline service is critical to the statewide economy as it provides businesses and visitors a method of traveling to Vermont. This goal is important not only to VTrans but to all other agencies in the State. The performance measure for Goal H calls for at least maintaining the number of airports with commercial air service and cargo activity, even though additional service is encouraged. With the continued federal budget issues, the Essential Air Service (EAS) program that provides a subsidy to Rutland to maintain service is at risk for future funding. The EAS program is constantly evaluated by the federal government, with changes to the subsidy rates and evaluation criteria occurring regularly.

This performance measure will require continued monitoring of the EAS program and the commercial airline environment to determine if changes are imminent.
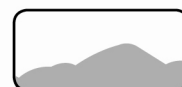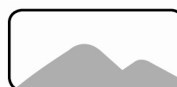
Goal I.   ***Maintain an up-to-date database on aviation facilities***

The maintenance of data is critical to any evaluation of performance measures. As previously noted, VTrans is implementing the Airport IQ system which will provide an updated database. Data in the system, however, will need to be updated annually in order for the system to provide meaningful results. This measurement will be completed once the Airport IQ is in place, which is anticipated in 2008.

Goal J.   ***Strive to generate appropriate revenues from the operation of the State-owned airports utilizing a business-oriented approach with the leases***

Vermont's State-owned airports each have numerous leaseholds that provide an opportunity for revenue generation. VTrans currently has one staff member (not employed in the aviation group) that is responsible for managing all of the existing aviation leases that number in the hundreds. This management process is not formalized as guidelines and policy on how the leases should be structured does not exist. The current leases are structured based on historical precedent and have not been evaluated to determine their relevance to other aviation leases in Vermont or in other nearby states. It is recommended that an analysis of the leases be conducted on a full-scale basis to determine their currency. This analysis could be conducted by a VTrans staff member who is dedicated to this function or outsourced to a consultant.

VTrans is planning to undertake airport business plans for each airport that will examine leases, as well as rates and charges and other means to take a more business-oriented approach to the airports.

The evaluation of this performance measure will be determined once the number of airport leases and their currency and relevancy are established. Once a baseline for all leases is developed, it is recommended that that this measure be analyzed annually to determine if the five-year target of increasing the current lease structures is accomplished.